

**CITY OF LODI
COUNCIL COMMUNICATION**

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AGENDA TITLE: Introduce Ordinance Amending Lodi Municipal Code Title 9, Public Peace, Morals and Welfare, adding Chapter 9.15 entitled "Prohibition Against Certain Forms of Aggressive Solicitation."

MEETING DATE: January 3, 2007

PREPARED BY: City Attorney's Office

RECOMMENDED ACTION: Introduce Ordinance Amending Lodi Municipal Code Title 9, Public Peace, Morals and Welfare, adding Chapter 9.15 entitled "Prohibition Against Certain Forms of Aggressive Solicitation."

BACKGROUND INFORMATION: Based on citizen complaints and concerns raised by the Police Department, the City Attorney's office has drafted the proposed ordinance to protect the safety of the general public against certain abusive conduct of persons engaged in solicitation by imposing reasonable time, place, and manner restrictions on solicitation while respecting the constitutional rights of free speech for all citizens.

Aggressive solicitation within the City is extremely disturbing and disruptive to residents and businesses and contributes not only to the loss of access to and enjoyment of public places, but also to an enhanced sense of fear, intimidation, and disorder. Aggressive panhandling usually includes approaching or following pedestrians, the use of abusive language, unwanted physical contact, or the intentional blocking of pedestrians and vehicular traffic.

The presence of individuals who solicit money from persons at or near banks or automated teller machines is especially threatening and dangerous. Motorists also find themselves confronted by persons at traffic intersections, which presents a serious risk to public safety. People driving or parking on City streets frequently find themselves faced with panhandlers seeking money. Such activity often carries with it an implicit threat to both person and property.

The solicitation of people in places where they are a "captive audience" in which it is impossible or difficult for them to exercise their own rights to decline to listen to or to avoid solicitation from others is also abusive. Such places include buses, parking lots, and structures; and indoor and outdoor dining areas. Restricting solicitation in such places will provide a balance between the rights of solicitors and the rights of persons who wish to decline or avoid such solicitations, and will help avoid or diminish the threat of violence which may result from such unwarranted and unavoidable confrontations.

The proposed ordinance is timely and appropriate, because current laws and City regulations are insufficient to address the above-referenced problems. The restrictions contained in the proposed ordinance are neither overly-broad or vague and are narrowly tailored to serve a substantial governmental interest. The goal of the proposed ordinance is to protect citizens from the fear and intimidation that accompanies certain kinds of solicitation that has become an unwelcome presence within the City.

FISCAL IMPACT: None.


Janice D. Magdich, Deputy City Attorney

cc: Jerry Adams, Police Chief
Captain David Main
Sgt. Tod Patterson

APPROVED:


Blair King, City Manager

ORDINANCE NO. ____

AN ORDINANCE OF THE CITY COUNCIL OF THE
CITY OF LODI AMENDING LODI MUNICIPAL CODE, TITLE 9 -
PUBLIC PEACE, MORALS, AND WELFARE - TO ADD CHAPTER
9.15, "PROHIBITION AGAINST CERTAIN FORMS OF
AGGRESSIVE SOLICITATION"

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BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF LODI AS FOLLOWS:

SECTION 1. Lodi Municipal Code Title 9, "Public Peace, Morals and Welfare", is hereby amended by adding Chapter 9.15, "Prohibition Against Certain Forms of Aggressive Solicitation" to read as follows:

Chapter 9.15 Prohibition Against Certain Forms of Aggressive Solicitation

Section 9.15.010	Definitions
Section 9.15.020	Certain Aggressive Solicitation Prohibited
Section 9.15.030	All Solicitation Prohibited at Specified Locations
Section 9.15.040	Penalty

9.15.010 Definitions.

For purposes of this chapter:

A. "Public place" means a place to which the public or a substantial group of persons has access, and includes, but is not limited to, any street, highway, sidewalk, parking lot, plaza, transportation facility, school, place of amusement, park, playground, and any doorway, entrance, hallway, lobby and other portion of any business establishment, an apartment house or hotel not constituting a room or apartment designed for actual residence.

B. "Solicit, ask or beg" means using the spoken, written, or printed word, or bodily gestures, signs or other means with the purpose of obtaining an immediate donation of money or other thing of value.

9.15.020 Aggressive Solicitation Prohibited.

A. No person shall solicit ask or beg in an aggressive manner in any public place.

B. "Aggressive manner" shall mean any of the following:

1. Approaching or speaking to a person, or following a person before, during or after soliciting, asking or begging, if that conduct is intended or is likely to cause a reasonable person to (i) fear bodily harm to oneself or to another, damage to or loss of property, or (ii) otherwise be intimidated into giving money or other thing of value;

2. Intentionally touching or causing physical contact with another person or an occupied vehicle without that person's consent in the course of soliciting, asking or begging;

3. Intentionally blocking or interfering with the safe or free passage of a pedestrian or vehicle by any means, including unreasonably causing a pedestrian or vehicle operator to take evasive action to avoid physical contact;

4. Using violent or threatening gestures toward a person solicited either before, during, or after soliciting, asking or begging;

5. Persisting in closely following or approaching a person, after the person solicited has been solicited and informed the solicitor by words of conduct that such person does not want to be solicited or does not want to give money or any other thing of value to the solicitor;

6. Using profane, offensive or abusive language which is inherently likely to provoke an immediate violent reaction, either before, during, or after solicitation; or

7. Intentionally touching or causing physical contact with another person or an occupied vehicle without that person's consent in the course of soliciting, asking or begging.

9.15.030 All Solicitation Prohibited at Specified Locations.

All solicitation shall be prohibited at the following specified locations:

A. Banks and ATMs. No person shall solicit ask or beg within fifteen feet of any entrance or exit of any bank, savings and loan association, credit union, or check cashing business during its business hours or within fifteen feet of any automated teller machine during the time it is available for customers' use. Provided, however, that when an automated teller machine is located within an automated teller machine facility, such distance shall be measured from the entrance or exit of the automated teller machine facility. Provided further that no person shall solicit, ask or beg within an automated teller machine facility where a reasonable person would or should know that he or she does not have the permission to do so from the owner or other person lawfully in possession of such facility. Nothing in this paragraph shall be construed to prohibit the lawful vending of goods and services within such areas.

1. Definitions. For purposes of this section:

a. "Automated teller machine" shall mean any electronic information processing device which accepts or dispenses cash in connection with a credit deposit or convenience account.

b. "Automated teller machine facility" shall mean the area comprised of one or more automated teller machines, and any adjacent space which is made available to banking customers after regular banking hours.

c. "Bank" means any member bank of the Federal Reserve System, and any bank, banking association, trust company, savings bank, or other banking institution organized or operated under the laws of the United States, and any bank the deposits of which are insured by the Federal Deposit Insurance Corporation.

d. "Check cashing business" means any person duly licensed as a check seller, bill payer, or prorater pursuant to Division 3 of the California Financial Code, commencing with Section 12000.

e. "Credit union" means any federal credit union and any state-chartered credit union the accounts of which are insured by the Administrator of the National Credit Union Administration.

f. "Savings and loan association" means any federal savings and loan association and any "insured institution" as defined in Section 401 of the National Housing Act, as amended, and any federal credit union as defined in Section 2 of the Federal Credit Union Act.

2. Exemptions. The provisions of Section 9.15.030(A) shall not apply to any unenclosed automated teller machine located within any building, structure or space whose primary purpose or function is unrelated to banking activities, including but not limited to supermarkets, airports and school buildings, provided that such automated teller machine shall be available for use only during the regular hours of operation of the building, structure or space in which such machine is located.

B. Motor Vehicles and Parking Lots.

1. Motor Vehicles. No person shall solicit, ask or beg from an operator or occupant of a motor vehicle while such vehicle is located within one hundred feet of any intersection that is controlled by an official traffic signal of the type set forth in Vehicle Code Section 21450. No person shall approach an operator or occupant of a motor vehicle for the purpose of soliciting, asking or begging while such vehicle is in a public place.

2. Parking Lots. No person shall solicit, ask or beg in any public parking lot or structure any time after dark. "After dark" means any time from one-half hour after sunset to one-half hour before sunrise.

3. Exemptions. Section 9.15.030(B) shall not apply to any of the following:

- a. To solicitations related to business which is being conducted on the subject premises by the owner or lawful tenants;
- b. To solicitations related to the lawful towing of a vehicle; or
- c. To solicitations related to emergency repairs requested by the operator or other occupant of a vehicle.

C. Public Transportation Vehicles and Stops.

1. Any person who solicits, asks or begs in any public transportation vehicle, or within ten feet of any designated or posted public transportation vehicle stop, is guilty of a violation of this section if:

- a. He or she remains there after being asked to leave by the owner, driver, or operator of a public transportation vehicle; the agent of the owner, driver or operator of a public transportation vehicle; the owner or manager of a public transportation facility; the agent of the owner or manager of a public transportation facility; a member of a security force employed by the public transportation facility; or by a peace officer, as defined in Chapter 4.5 of Title 3 of the California Penal Code (commencing with Pen. Code, § 830); or
- b. Within the immediately preceding thirty days, he or she engaged in a solicitation at that location and had been asked to leave by a person specified in Section 9.15.030(C)(1)(a), above.

- c. Section 9.15.030(C)(1)(a) is not violated if a person who has been requested to leave enters the property within the immediately preceding thirty days and solicits, asks, or begs with the express authorization of a person specified in Section 9.15.030(C)(1)(a).

2. For purposes of this section "public transportation vehicle" shall mean any vehicle, including a trailer bus, designed, used or maintained for carrying ten or more persons, including the driver; or a passenger vehicle designed for carrying fewer than ten persons, including the driver, and used to carry passengers for hire.

D. Restaurants. Any person who solicits, asks, or begs in any outdoor or indoor dining area of a restaurant or other establishment serving food for immediate consumption is guilty of a violation of this section if:

1. He or she remains there after being asked to leave by the owner, manager or supervisor of the restaurant or other food establishment; the agent of the owner, manager or supervisor of the restaurant; a member of a security force employed by the restaurant; or by a peace officer, as defined in Chapter 4.5 of Title 3 of the California Penal Code (commencing with Pen. Code, § 830), acting at the request of any of the persons specified in this subdivision; or

2. Within the immediately preceding thirty days, he or she engaged in a solicitation at that location and had been asked to leave by a person specified in Section 9.15.030(D)(1), above.

3. Section 9.15.030(D)(1) is not violated if a person who has been requested to leave enters the property within the immediately preceding thirty days and solicits, asks, or begs with the express authorization of a person specified in Section 9.15.030(D)(1).

9.15.040 Penalty

A violation of this chapter is punishable as a misdemeanor.

SECTION 2. All ordinances and parts of ordinances in conflict herewith are repealed insofar as such conflict may exist.

SECTION 3. No Mandatory Duty of Care. This ordinance is not intended to and shall not be construed or given effect in a manner which imposes upon the City, or any officer or employee thereof, a mandatory duty of care towards persons or property within the City or outside of the City so as to provide a basis of civil liability for damages, except as otherwise imposed by law.

SECTION 4. Severability. If any provision of this ordinance or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or applications of the ordinance which can be given effect without the invalid provision or application. To this end, the provisions of this ordinance are severable. The City Council hereby declares that it would have adopted this ordinance irrespective of the invalidity of any particular portion thereof.

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SECTION 5. This ordinance shall be published one time in the "Lodi News-Sentinel," a daily newspaper of general circulation printed and published in the City of Lodi and shall take effect thirty days from and after its passage and approval.

Approved this ____ day of _____, 2007

BOB JOHNSON
Mayor

Attest:

RANDI JOHL
City Clerk

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State of California
County of San Joaquin, ss.

I, Randi Johl, City Clerk of the City of Lodi, do hereby certify that Ordinance No. ____ was introduced at a regular meeting of the City Council of the City of Lodi held January 3, 2007, and was thereafter passed, adopted and ordered to print at a regular meeting of said Council held _____, 2007, by the following vote:

AYES: COUNCIL MEMBERS –

NOES; COUNCIL MEMBERS –

ABSENT: COUNCIL MEMBERS –

ABSTAIN: COUNCIL MEMBERS –


I further certify that Ordinance No. ____ was approved and signed by the Mayor on the date of its passage and the same has been published pursuant to law.

RANDI JOHL
City Clerk

Approved as to Form:

D. STEPHEN SCHWABAUER
City Attorney

By _____
Janice D. Magdich
Deputy City Attorney



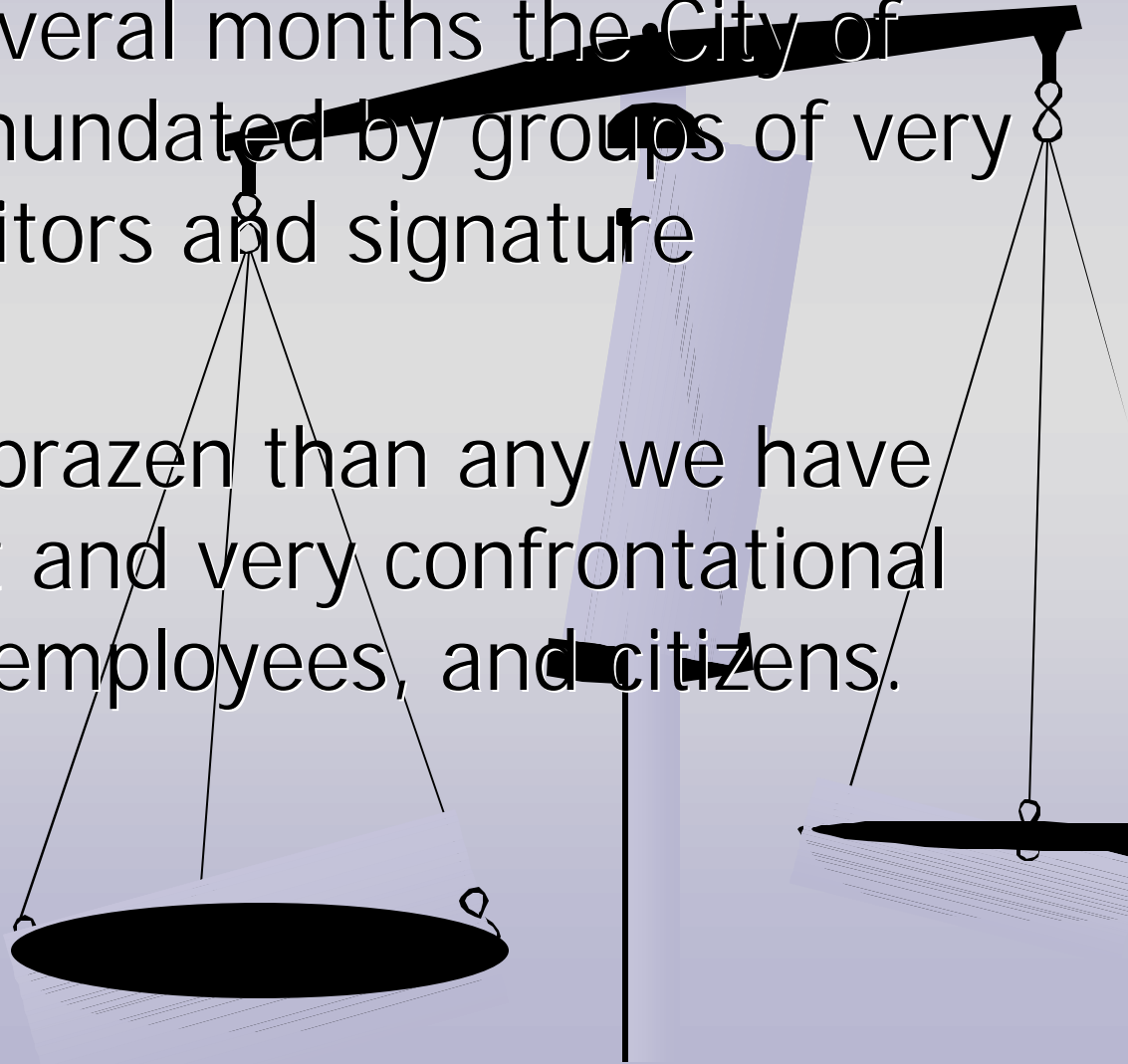
LODI POLICE DEPARTMENT

Aggressive Solicitors Ordinance

Sgt. Tod Patterson

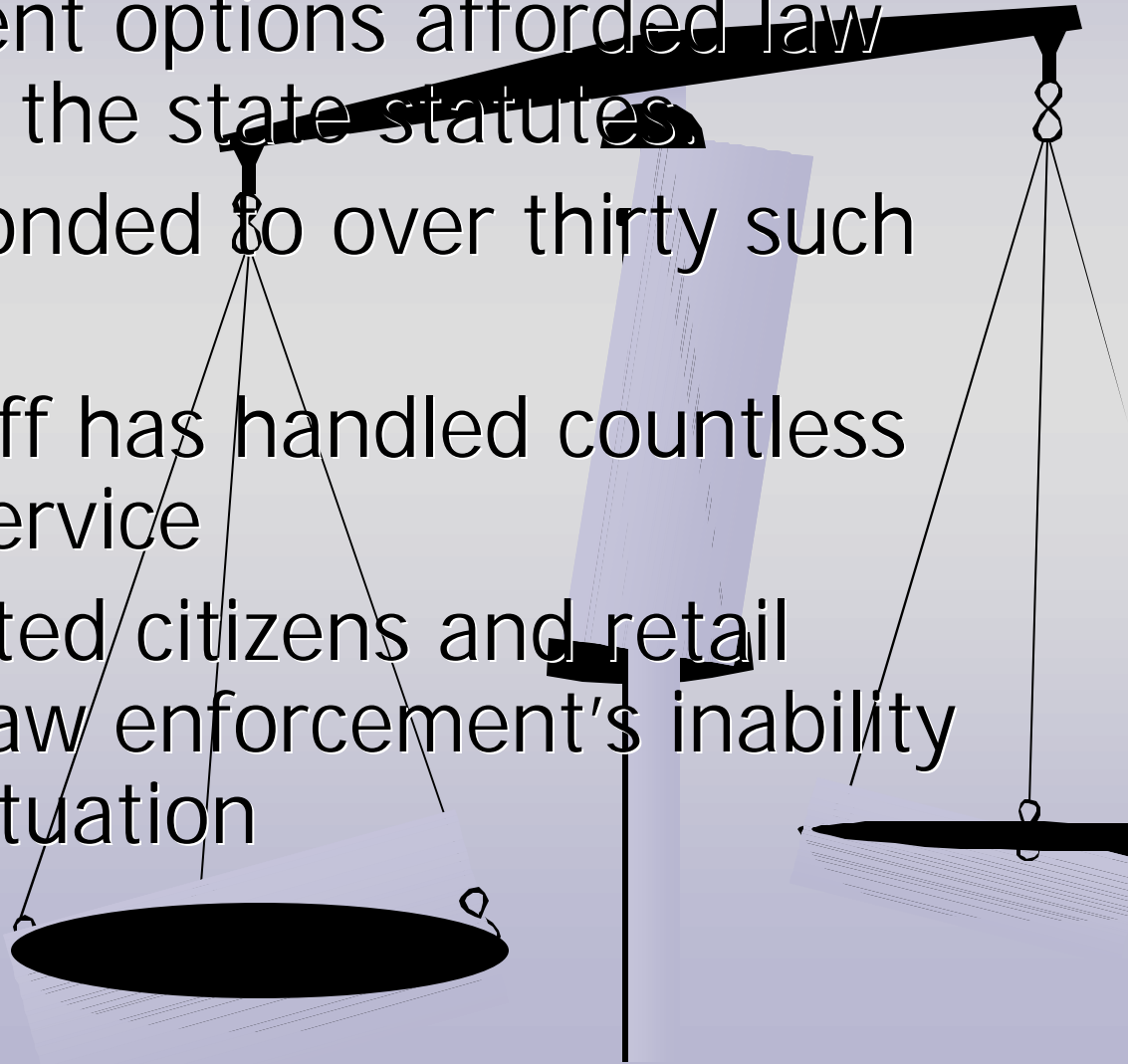
SITUATION

- Over the last several months the City of Lodi has been inundated by groups of very aggressive solicitors and signature gatherers.
- They are more brazen than any we have seen in the past and very confrontational to police, store employees, and citizens.



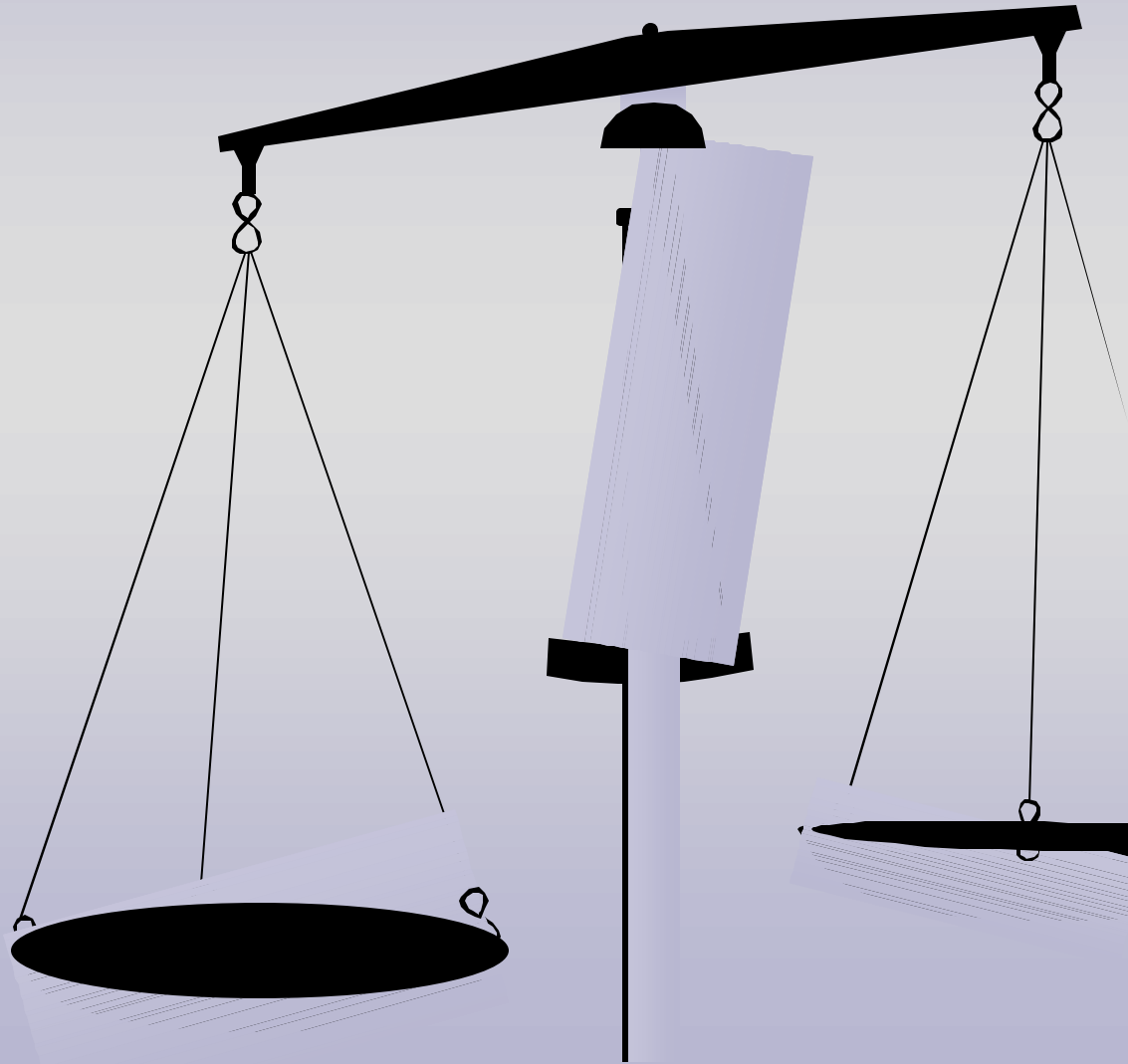
SITUATION ~ CONTINUED

- Little enforcement options afforded law enforcement by the state statutes.
- Personally responded to over thirty such calls for service
- Other patrol staff has handled countless more calls for service
- Numerous irritated citizens and retail employees for law enforcement's inability to correct the situation



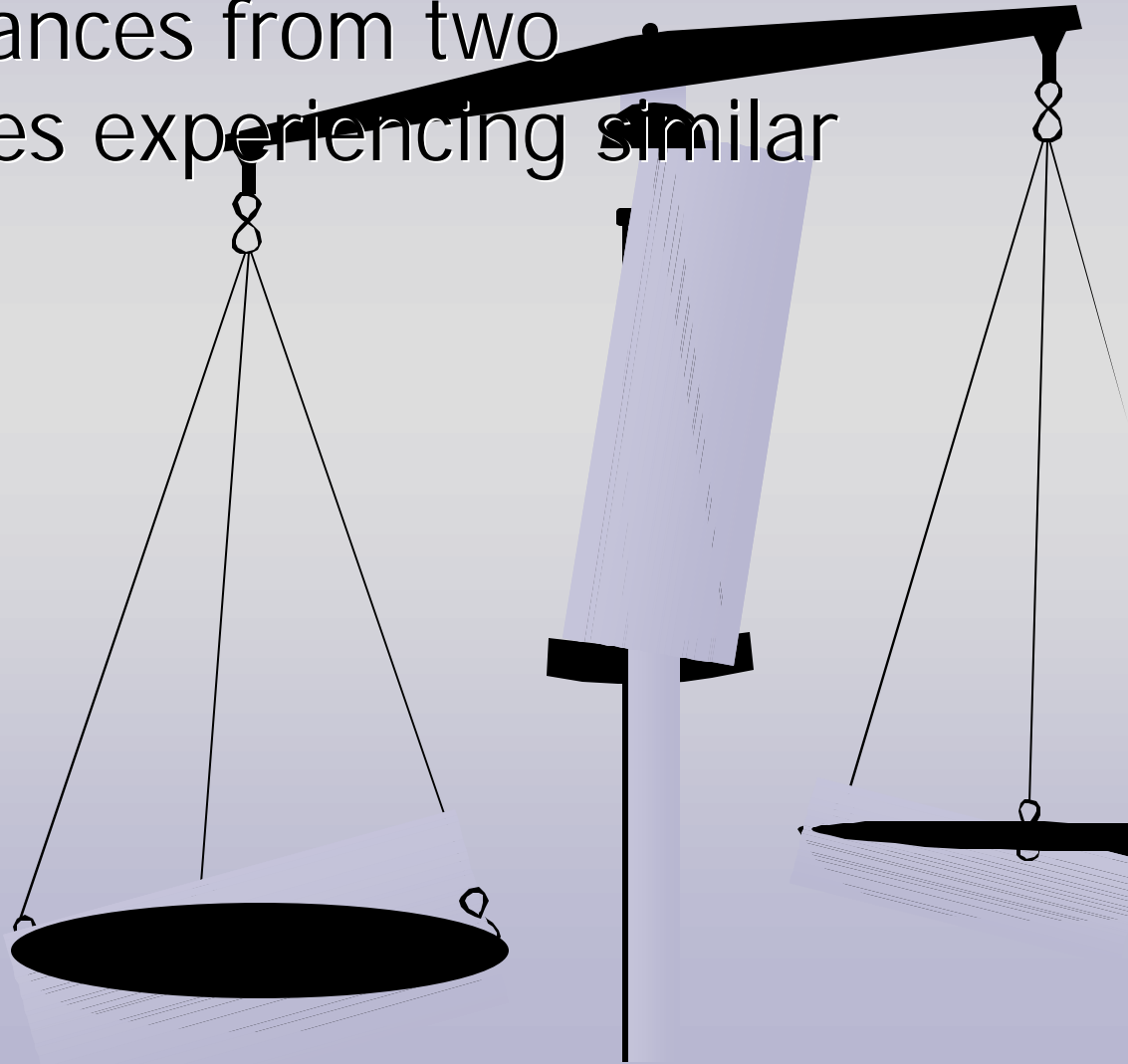
STAKEHOLDERS

- Albertsons
- Kmart
- Target
- Lowes
- Food 4 Less
- Walmart
- Lodi Citizens
- Retail Patrons



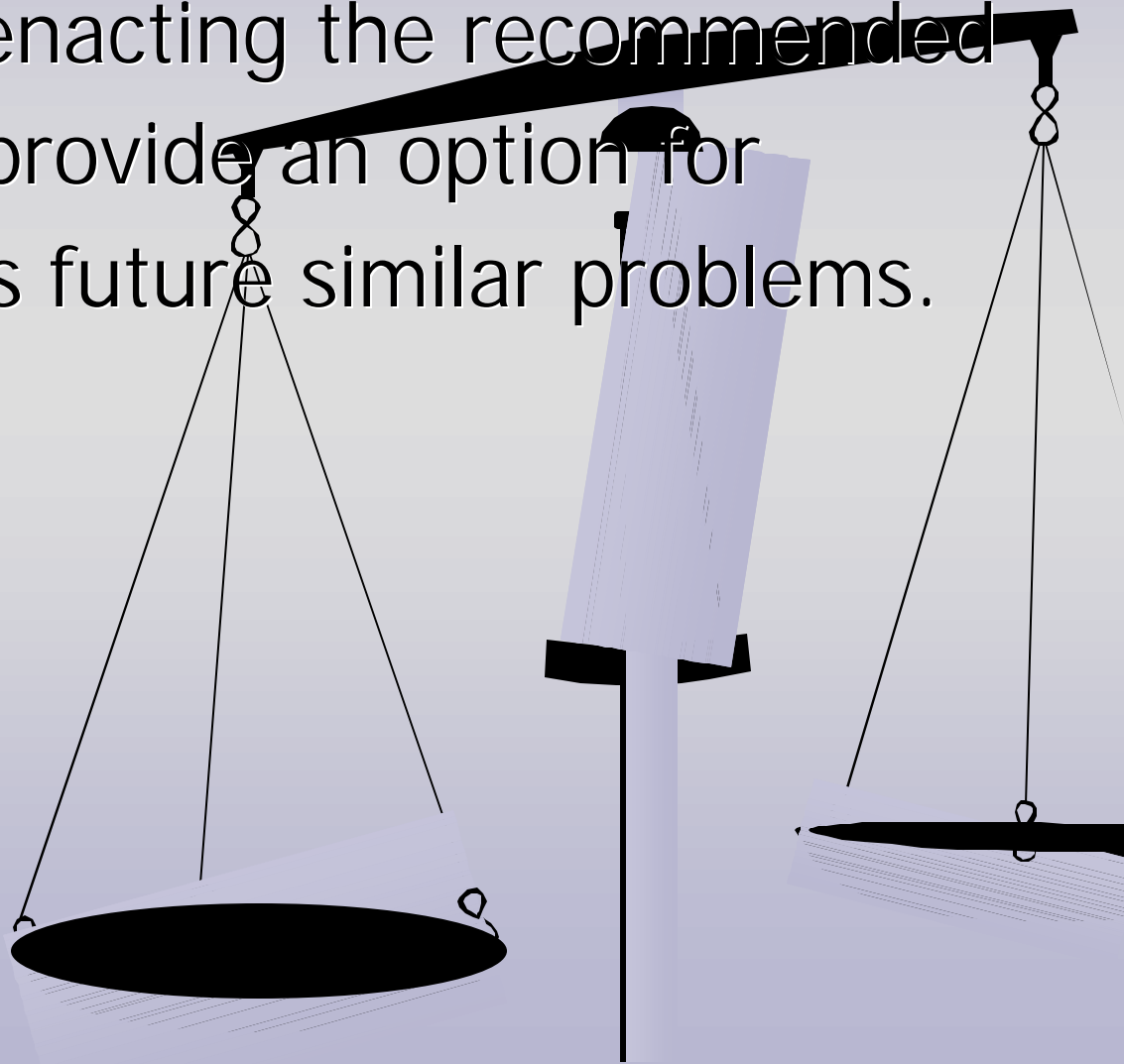
RESEARCH

- Reviewed ordinances from two neighboring cities experiencing similar problems
 - Modesto
 - Stockton



RESOLUTION

I believe that by enacting the recommended ordinance would provide an option for officers to address future similar problems.



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